



City of Milwaukee

Office of the City Clerk

200 E. Wells Street Milwaukee, Wisconsin 53202 Certified Copy of Resolution

FILE NO: 171211

Title:

Substitute resolution approving the Harbor District Water and Land Use Plan and amending the Near South Side and Southeast Side Area Comprehensive Plans to include the Water and Land Use Plan as part of Milwaukee's Overall Comprehensive Plan, in the 12th and 14th Aldermanic Districts.

Body:

Whereas, On July 27, 2010, the Common Council of the City of Milwaukee ("Common Council") adopted File No. 100247, which approved thirteen Area Comprehensive Plans and the Citywide Policy Plan as the Comprehensive Plan for the City of Milwaukee ("City") as required under Section 66.1001(3), Wisconsin Statutes; and

Whereas, The City's Procedures for Comprehensive Planning call for the creation of Plan Updates, based on emerging land use issues and opportunities, major infrastructure investments, neighborhood input and other factors; and

Whereas, Milwaukee's Harbor District is defined as the land and waterways approximately bounded by Bay Street on the south, 1st Street on the west, the Milwaukee River on the north and Lake Michigan on the east, which area includes Port Milwaukee; and

Whereas, Previous plans and studies such as the City's Southeast Side Area Comprehensive Plan, Walker's Point Strategic Action Plan, ReFresh Milwaukee Sustainability Plan and Growing Prosperity Economic Development Action Agenda have all noted the unique economic, environmental and recreational opportunities provided by the Harbor District and called for coordinated planning to realize the full potential of the area; and

Whereas, On June 2, 2015, the Common Council adopted File No. 141871 that approved a Cooperation Agreement among the City, the Redevelopment Authority of the City of Milwaukee and the Harbor District Inc. that established a public-private partnership to facilitate the revitalization of the Harbor District and the development of the Harbor District Water and Land Use Plan; and

Whereas, An area comprehensive plan has been prepared through the partnership with Harbor District Inc., which is titled the Harbor District Water and Land Use Plan ("WaLUP"), a copy of which is attached to this Common Council File; and

Whereas, Approval of the WaLUP by the Common Council will establish the WaLUP as a guide for the City regarding the use and development of the land and waterways in the area, will encourage

common understanding and coordination among levels of government and private interests and will facilitate implementation of the WaLUP; and

Whereas, The creation of the WaLUP involved significant public outreach consistent with the City's Procedures for Comprehensive Planning, input and cooperation with area stakeholders and a properly noticed public hearing consistent with that procedure and the public process followed in the development of the City's thirteen Area Comprehensive Plans; and

Whereas, The areas within the WaLUP planning boundary previously fell within the Near South Side and Southeast Side Area Comprehensive Plan boundaries; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, creates the WaLUP Area, as depicted on Exhibit A, a copy of which is attached to this Common Council File, as the fourteenth Area Comprehensive Plan within the City; and, be it

Further Resolved, As a result of the creation of the WaLUP Area, the boundaries of the Area Comprehensive Plans within the City, specifically the Near South Side and Southeast Side Area Comprehensive Plans, are amended as depicted on Exhibit B, a copy of which is attached to this Common Council File; and, be it

Further Resolved, That the WaLUP is approved, as recommended by the City Plan Commission, as an element of the City's Overall Comprehensive Plan; and, be it

Further Resolved, That the WaLUP updates the recommendations for the area contained within the Comprehensive Plan and shall provide guidance and serve as the basis for decision-making by the Common Council in its consideration of water and land use and physical development issues; and, be it

Further Resolved, That the Department of City Development ("DCD"), the Department of Neighborhood Services, the Department of Public Works, Port Milwaukee and other appropriate City departments and agencies are directed to work toward implementation of the WaLUP; and, be it

Further Resolved, That the Commissioner of DCD is authorized to send copies of the WaLUP to the parties identified as having responsibility for implementation of the WaLUP for their reference and use.



I, James R. Owczarski, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on February 6, 2018, published on December 27, 2017.

February 19, 2018

James R. Owczarski Date Certified

Harbor District

Water and Land Use Plan

December 2017





ACKNOWLEDGEMENTS

CITY OF MILWAUKEE

Mayor Tom Barrett

COMMON COUNCIL

Ald. Ashanti Hamilton, President

Ald. Cavalier Johnson

Ald. Nik Kovac

Ald. Robert Bauman

Ald. James Bohl, Jr.

Ald. Milele A. Coggs

Ald. Khalif Rainey

Ald. Robert G. Donovan

Ald. Chantia Lewis

Ald. Michael J. Murphy

Ald. Mark A. Borkowski

Ald. Jose G. Perez

Ald. Terry L. Witkowski

Ald. Tony Zielinski

Ald. Russell W. Stamper, II

CITY PLANNING COMMISSION

Patricia T. Najera, Chair Larri Jacquart, Vice Chair J. Allen Stokes Whitney Gould Stephanie Bloomingdale Joaquin Altoro

Preston Cole

DEPARTMENT OF CITY DEVELOPMENT

Rocky Marcoux, Commissioner Martha Brown, Deputy Commissioner Vanessa Koster, Planning Manager Sam Leichtling, Long Range Planning Manager Janet Grau, Senior Planner Marion Ecks, Graduate Intern

REDEVELOPMENT AUTHORITY OF THE CITY OF MILWAUKEE

David Misky, Assistant Executive Director

PORT MILWAUKEE AND BOARD OF HARBOR COMMISSIONERS

Paul Vornholt, Port Director Timothy Hoelter, President Ron San Felippo Mark A. Borkowski Craig Mastantuono Claude Krawczyk Kathleen Smith Diane Diel

HARBOR DISTRICT INC.

Lilith Fowler, Executive Director

Daniel Adams, Planning Director (Water and Land Use Plan

Project Manager)

Lindsay Frost, Water Projects Manager

Molly Mclaughlin, Community Engagement Specialist

HARBOR DISTRICT INC. BOARD OF DIRECTORS

JoAnne Anton Ben Gramling

Gary Ballesteros Patricia Hoben, Ph.D.

Kathryn Berger Tim Hoelter
Marvin Bynum II David Misky
Eric Dick José Pérez
Dan Druml Anne Summers
Carolyn Esswein David Ullrich

Ivan Gamboa, President

COMMUNITY HEALTH CENTERS Ben Gramling Line Community

SIXTEENTH STREET

Ben Gramling Iris Gonzalez Moranda Medina Kevin Engstrom

FUNDING PARTNERS

United States Environmental Protection Agency – Brownfields Area-Wide Planning Grant

Wisconsin Coastal Management Program and the National Oceanic and Atmospheric Administration, Office of Ocean and Coastal Resource Management under the Coastal Zone Management Act, Grant #NA15NOS4190094

Wisconsin Economic Development Corporation Brico Fund

Redevelopment Authority of the City of Milwaukee Fund for Lake Michigan

Milwaukee County Rockwell Automation

Milwaukee Metropolitan Sewerage District We Energies





















CONTRACT MANAGEMENT TEAM

Daniel Adams, Harbor District Inc.

Kevin Engstrom, Sixteenth Street Community Health Centers

Carolyn Esswein, University of Wisconsin-Milwaukee

Lilith Fowler, Harbor District Inc.

Ben Gramling, Sixteenth Street Community Health Centers

Vanessa Koster, City of Milwaukee Department of City Development

Sam Leichtling, City of Milwaukee Department of City Development

David Misky, Redevelopment Authority of the City of Milwaukee

Paul Vornholt, Port Milwaukee











CONSULTANT TEAM

Nathan Guequierre, AECOM James Hannig, AECOM Lydia Statz, AECOM Matt Schumwinger, Big Lake Data Andre Brumfield, Gensler Nicholas Pryor, Gensler Darren Fortney, SEH Ed Freer, SEH Chris Jain, SEH

Heidi Kennedy, SEH

Jack Grover, UW-Milwaukee Community Design Solutions Jeffrey Lazuka, UW-Milwaukee Community Design Solutions











PLAN ADVISORY GROUP

Todd Broadie, Bluehills

Fernando Campos, United Community Center

Maritza Contreras, Hispanic Chamber of Commerce

Karen Dettmer, City of Milwaukee Department of Public Works

Bob Feind, Walker's Point Association

Michael Hahn, Southeastern Wisconsin Regional Planning Commission

Joan Herriges, Southeastern Wisconsin Watersheds Trust, Inc.

Elizabeth Hittman, City of Milwaukee Environmental Collaboration Office

Stacy Hron, Wisconsin Department of Natural Resources

Angela Kingsawan, CORE/El Centro

Val Klump, UW-Milwaukee School of Freshwater Sciences

Ghassan Korban, City of Milwaukee Department of Public Works

Emilia Layden, Marquette University Haggerty Museum of Art

Eric Leaf, UW-Milwaukee School of Freshwater Sciences

Andrew Levy, Wisconsin Department of Transportation

Lynn Lucius, Brico Fund

Matthew Magruder, Milwaukee Metropolitan Sewerage District

Craig Mastantuono, Milwaukee Board of Harbor Commissioners

Peter McAvoy, UW-Milwaukee School of Freshwater Sciences

Ivan Mejias, Walker Square Association

Franz Meyer, Bay View Neighborhood Association

Robert Monnat, Mandel Group

Cheryl Nenn, Milwaukee Riverkeeper

Leif Otteson, The Gateway to Milwaukee

Bob Paulson, We Energies

Deidre Peroff, Wisconsin Sea Grant

Brian Peters, Independence First

Jeff Polenske, City of Milwaukee Department of Public Works

Cate Rahmlow, Wisconsin Economic Development Corporation

Tammy Rivera, Southside Organizing Committee

Silvia Rodriguez, Riley Elementary School

Dave Schlabowske, Wisconsin Bike Fed

Erick Shambarger, City of Milwaukee Environmental Collaboration Office

Steven J. Strzok, Rockwell Automation

Jim Tarantino, Milwaukee County

Benji Timm, Redevelopment Authority of the City of Milwaukee

Jim Wasley, UW-Milwaukee School of Architecture and Urban Planning

Josh Weber, V. Marchese

Wendy Weckler, Hope House

Bruce Westling, MLG Commercial

Larry Witzling, GRAEF



























































SUSTAINABILITY WORKGROUP

Erick Shambarger, City of Milwaukee Environmental Collaboration Office Elizabeth Hittman, City of Milwaukee Environmental Collaboration Office Katherine Nelson, University of Wisconsin-Milwaukee John Gardner, University of Wisconsin-Milwaukee Matt Howard, The Water Council

PUBLIC ART WORKGROUP

Janet Grau, City of Milwaukee Department of City Development James Dallman, La Dallman Architects Xela Garcia, Walker's Point Center for the Arts Lynn Lucius, Brico Fund Jeffrey Morin, Milwaukee Institute of Art and Design Sally Witte, City of Milwaukee Arts Board

STORMWATER AND WATER QUALITY WORKGROUP

Ben Benninghoff, Wisconsin Department of Natural Resources Carrie Bristol Groll, Stormwater Solutions Engineering Elizabeth Hittman, City of Milwaukee Environmental Collaboration Office Brian Kasprzyk, Port Milwaukee David Lee, We Energies Jen Linse, River Revitalization Foundation Peter McAvoy, UWM School of Freshwater Sciences Maureen McBroom, Ruekert & Mielke, Inc. Kelly Moore Brands, Sixteenth Street Community Health Centers Cheryl Nenn, Milwaukee Riverkeeper

Linda Reid, Southeastern Wisconsin Watersheds Trust, Inc. Karen Sands, Milwaukee Metropolitan Sewerage District Kurt Sprangers, City of Milwaukee Department of Public Works Marissa Thalen, Wisconsin Department of Natural Resources Benji Timm, Redevelopment Authority of the City of Milwaukee

A MESSAGE FROM MAYOR TOM BARRETT

In 2012, a group of committed Milwaukeans came together at my invitation to serve as Milwaukee's Green Team and create a Sustainability Plan for our city. In drafting the ReFresh Milwaukee Sustainability Plan, the Green Team surveyed our city and identified a tremendous opportunity: the area then known as the Inner Harbor. They looked at portions of the waterfront in the heart of our city, and recognized that redevelopment could be catalytic for Milwaukee.

We have made good progress in five years. The owners of an abandoned, contaminated property – the largest in the area – are in the midst of preparing it for redevelopment. We are designing the restoration of a



neglected wetland into a wildlife habitat and public space. New stores, restaurants, and apartments dot the area. A mural on a formerly dingy rail bridge proclaims the neighborhood's new identity: the Harbor District.

The Harbor District Water and Land Use Plan provides a structure to move forward. It recommends land uses, like all of the city's area plans, but also includes recommendations for the uses of the Harbor District's waters, because water is perhaps this area's greatest asset. The plan also affirms the importance of the City's commercial port. It goes on to recommend new parks and riverwalks, places for new jobs and new restaurants, and ways to keep our rivers clean and healthy.

The City of Milwaukee has a number of partners working with us to revitalize the area: a non-profit organization, Harbor District, Inc; the Harbor District Business Improvement District; the UWM School of Freshwater Sciences; and many corporate and community partners.

I hope this plan will inspire more people to get involved in restoration and redevelopment of the Harbor District, and work with us to create an amazing urban waterfront. All hands on deck!

Tom Barrett Mayor

Dan Barrell

TABLE OF CONTENTS

Acknowledgements	Ш
A Message from Mayor Tom Barrett	VIII
Table of Contents	.IX
How to Use This Plan	1
Chaper 1: The Harbor District Today	.2
Land Use	2
Zoning and Regulation	.12
Workforce	.14
Transportation, Access, and Circulation	.17
Chapter 2: The Planning Process	.25
Comprehensive Planning Context	.25
Purpose of the Plan	26
Planning Area Boundaries	.27
Planning Process and Structure	.29
Prior Plan Review and Market Study	.30
Chapter 3: Opportunities for the Future	32
Guiding Principles	.36

Chapter 4: District-Wide Recommendations37
Land Use Policies and Strategies37
Equity and Affordability45
Economic Development50
Environmental Cleanup 57
Stormwater Management and Water Quality 58
Sustainable Resource Consumption62
Habitat and Ecology64
Public Art
Chapter 5: Sub-District and Corridor Recommendations 69
Harbor View 70
First Street Corridor78
East Greenfield Avenue85
Lower Kinnickinnic River94
Grand Trunk100
Jones Island107
The Water113
Chapter 6: Catalytic Projects120
Improved Waterfront Experience121
311 and 401 East Greenfield Avenue: Water-Centric Placemaking
Grand Trunk Wetland and Development136
Access and Connectivity Improvements140
Chapter 7: Implementation149

HOW TO USE THIS PLAN

Chapters 1 through 3 of this plan describe the history and existing conditions of the Harbor District, the planning process, and the major findings identified during the planning process that informed the creation of plan recommendations (chapter 3). Chapters 4 through 6 list the plan recommendations beginning with District-wide recommendations organized by topic (chapter 4), then place-specific recommendations (chapter 5), and then projects that will have the greatest impact on the future of the District (chapter 6).

A few helpful hints are listed below to help you better use and understand this plan.

- If you only read recommendations in a District-wide section (chapter 4), keep in mind that there are place specific recommendations that may provide additional detail and description in the sub-district and corridor sections (chapter 5).
- Conversely, if you only read a sub-district and corridor section (chapter 5), there may be additional recommendations in the District-wide sections (chapter 4) that apply to that area.
- There are appendix materials that provide further detail and background on the information in chapters 1 through 3.

Sub-District or Catalytic Project Section Heading

The fonts and formatting here demonstrate how the plan is organized. When in doubt look for the chapter heading above or the section title on the bottom of the page. Bulletted lists with numbers are the plan recommendations.

Section Heading

Sub-section Heading

Sub-sub-section Heading

